

GAO

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June 1991

Report to the Chairman, Panel on
Military Education, Committee on
Armed Services, House of
Representatives

DEPARTMENT OF DEFENSE

Professional Military Education at the Four Intermediate Service Schools



92-22298



National Security and
International Affairs Division

B-243534

June 13, 1991

The Honorable Ike Skelton
Chairman, Panel on Military Education
Committee on Armed Services
House of Representatives

Dear Mr. Chairman:

In response to your December 1989 request, we examined the implementation of selected Phase I recommendations at the four Department of Defense (DOD) professional military education (PME) intermediate schools. These recommendations are contained in the April 1989 report of the Panel on Military Education and were developed to help DOD improve its officer education programs. This is one of a series of reports documenting the nature and extent of the actions taken by the various service schools to improve officer education. (See app. V.)

As agreed with your Office, we focused our review on the intermediate service schools' implementation of 38 selected Phase I Panel recommendations. This report summarizes information contained in our four individual reports to facilitate comparing the implementation actions of four intermediate schools against selected Panel recommendations. Appendix I contains a summary schedule of the schools' progress in implementing the Panel recommendations.

This report discusses the following four service intermediate schools: U.S. Army Command and General Staff College, Fort Leavenworth, Kansas; College of Naval Command and Staff, Newport, Rhode Island; U.S. Air Command and Staff College, Montgomery, Alabama; and U.S. Marine Corps Command and Staff College, Quantico, Virginia.

Background

A primary objective of the Goldwater-Nichols Reorganization Act of 1986 was to strengthen combined and joint operations of the various military services. To fulfill this objective, the House Armed Services Committee established the Panel on Military Education in November 1987 to report its findings and recommendations regarding DOD's ability to develop joint specialty officers through its PME systems.

The Panel's April 1989 report envisioned that joint education would be an integral part of PME and would be implemented in two phases. Phase I would be taught at the intermediate level service schools attended by

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officers primarily at the rank of major/lieutenant commander or at the senior schools attended by officers at the rank of lieutenant colonel/commander and colonel/captain ranks. Phase II, taught at the Armed Forces Staff College (AFSC) in Norfolk, Virginia, would complement Phase I and officers would usually attend it after completing Phase I.

The Chairman, Joint Chiefs of Staff, has established policies, programs, guidelines, and procedures for coordinating, among other things, the joint professional military education of members of the U.S. Armed Forces. This guidance is contained in the Military Education Policy Document (MEPD) issued in May 1990. At a minimum, military departments are required to incorporate this guidance into their own PME systems.

Results in Brief

The intermediate service schools have taken some form of positive action on at least 90 percent of the applicable Panel recommendations, but some recommendations concerning curriculum, faculty, and students have not been fully adopted. These include some recommendations that the Panel identified as the most important, commonly referred to as key recommendations.

One key Panel recommendation required the curricula at the intermediate schools to be distinct from senior schools. We found all the schools complying with this recommendation, although to a lesser extent at the Navy school. Regarding the Panel's key recommendation to amend the present law to facilitate hiring civilian faculty, the law has been amended. The Army intermediate school is still considering the feasibility of using the amended hiring authority. In addressing another key Panel recommendation on the evaluation of examinations and papers, all schools, except the Air Force school, now use letter grades.

In some areas, differences exist between the Panel report and the MEPD guidance. In those cases where Panel recommendations have not been fully adopted, schools are following the MEPD guidance. The MEPD sets minimum and not absolute requirements. Appendixes II through IV contain a more detailed discussion of selected non-key recommendations.

Key Recommendations Not Implemented

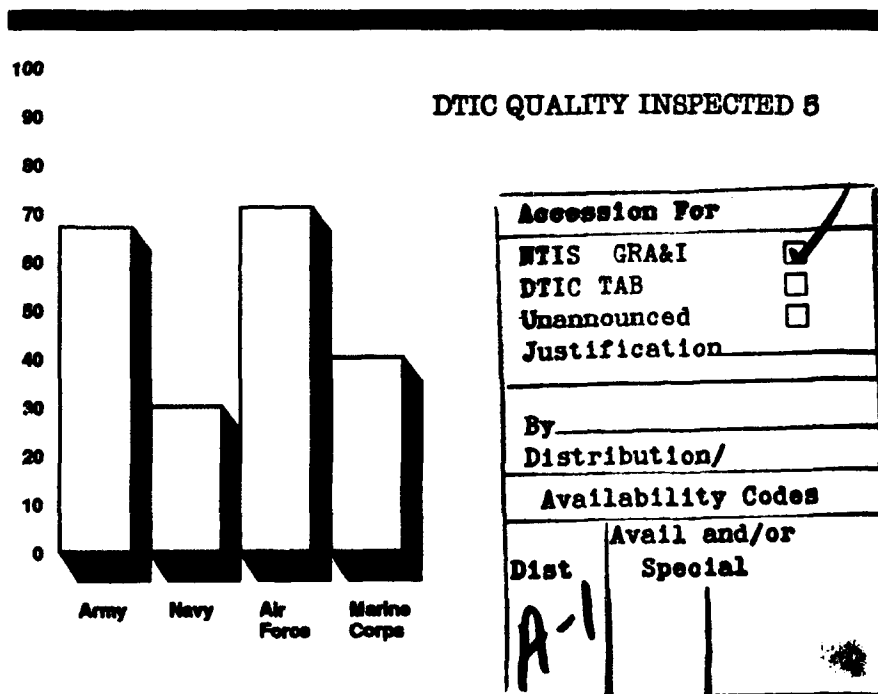
Some key Panel recommendations in the areas of curriculum, faculty, and students have not been fully adopted.

Distinction of Intermediate School Curriculum

A key Panel recommendation was to review the distinction between the Navy's intermediate and senior school curricula. In a related recommendation, the Panel defined distinction by specifying operational art as the focus of the intermediate curriculum and national military strategy for the senior curriculum. Navy school officials note that since Navy officers generally do not attend both schools, the intermediate and senior curricula have been developed with similarities to accommodate the educational needs of its officers.

As a result, the Navy intermediate- and senior-level students receive comparable instruction in national military strategy. For academic year 1989-90, the intermediate school devoted 33 percent of its core curriculum to national military strategy compared with 36 percent for the senior school curriculum. The President of the Naval War College testified before the Panel on April 17, 1991, that the amount of military strategy offered to senior students for academic year 1990-91 has increased to 40 percent. Although time-consuming and evolutionary, the intermediate school is moving toward a greater focus on operational art. These changes include separate and unique readings, case studies, and wargames emphasizing operational art. (See fig. 1.)

Figure 1: Percent of Curriculum at the Intermediate Service Schools Focusing on Operational Art for Academic Year 1990-91



Amended Hiring Authority for Civilian Faculty

The Panel's key recommendation involving faculty suggests amending the present law to facilitate hiring civilian faculty and ensuring military faculty are of high quality. The law has been amended, and both the Navy and Air Force schools have hired civilian faculty pursuant to this new authority. The Marine Corps school currently uses an alternative authority to hire quality civilian faculty while awaiting amended hiring authority from the Secretary of the Navy.

The Army intermediate school also uses alternative hiring authority, but, at this time, does not intend to use a delegation of the new authority for several reasons, including its teaching mission. The school's teaching mission is directed primarily toward tactical and operational warfighting. According to Army school officials, military faculty members are better suited to teach these areas than civilian faculty members. In his April 17, 1991, testimony before the Panel, the Deputy Commandant of the Army intermediate school stated that this issue will be periodically reviewed to determine whether the amended hiring authority will benefit the school in selected disciplines. He added that the present hiring authority is an effective recruiting tool given the geographic location of the schools from which the Army recruits civilian faculty. The amended hiring authority would put the school in a more competitive position particularly when recruiting from east-coast schools.

Letter Grading

In one of its key recommendations, the Panel emphasized a challenging academic curriculum that included more essay examinations and papers as well as established standards to measure student performance. After issuing its April 1989 report, the Panel asked the services to adopt letter grades as their performance standard. The Navy school has awarded letter grades since 1974. The Army and Marine Corps intermediate schools have also adopted the Panel's key recommendation.

The Air Force school has a rigorous curriculum that establishes standards to measure student performance. A student must master the curriculum and demonstrate that course requirements have been satisfactorily completed. However, the school does not use letter grades nor does it plan to do so. Students are evaluated according to the following criteria: superior, professionally competent/average, and referral/failed.

Panel Report and MEPD Guidance Differ

Some Panel recommendations have not been fully adopted given differences between the Panel recommendations and the MEPD. Differences exist, in part, because the two documents were written with different purposes in mind. The Panel's purpose was to assess the ability of the PME system to develop joint specialty officers. It focused its recommendations on joint professional military education at intermediate and senior schools.

The MEPD's purpose, broader in scope than the Panel's, was to define the objectives and policies of the Chairman, Joint Chiefs of Staff, regarding all institutions making up the military education system. While the Panel report makes specific recommendations aimed at the schools, the MEPD, to a certain extent, allows service schools to manage the content, quality, and conduct of their own professional military education programs.

The MEPD sets minimum and not absolute requirements. As such, the MEPD does not preclude the schools from fully implementing the Panel recommendations in such areas as active/passive instruction and non-host military faculty and student body representation, as discussed further in appendixes II through IV.

Observation

Each service oversees the professional development of its officers from precommissioning through flag and general ranks. The Chairman, Joint Chiefs of Staff, is responsible for establishing the policy for joint professional military education which the services then have to incorporate into their curricula. The Chairman has fulfilled his responsibility through the issuance of the MEPD. The services have taken steps to implement the MEPD policy directives within the framework of their own service PME requirements. It is not unusual, therefore, to see some variance in the implementation of MEPD policy directives among the schools.

There are additional variances between MEPD directives and Panel recommendations. As the force structure undergoes changes over the next several years, reconciling these differences should be considered.

Scope and Methodology

We focused on the Panel recommendations concerning Phase I PME and selected those for which the intermediate service schools are either directly responsible or play a significant supporting role in their implementation. We summarized the implementation actions taken by the schools and compared these actions to Panel recommendations.

We performed this review from March through May 1991 in accordance with generally accepted government auditing standards.

As requested, we did not obtain formal comments on this report. However, the views of responsible officials were sought during the course of our work and are included in the report where appropriate.

We are providing copies of this report to other appropriate congressional committees; the Secretaries of Defense, Army, Navy, and Air Force; the Commandant of the Marine Corps; and the intermediate service schools. We will also provide copies to other interested parties upon request.

Please contact me at (202) 275-3990 if you or your staff have any questions concerning this report. Other major contributors to this report are listed in appendix VI.

Sincerely yours,

A handwritten signature in cursive script, reading "Paul L. Jones".

Paul L. Jones
Director, Defense Force Management
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Abbreviations

AFSC	Armed Forces Staff College
DOD	Department of Defense
JCS	Joint Chiefs of Staff
JPME	joint professional military education
MEPD	Military Education Policy Document
PME	professional military education

Summary of the Intermediate Service Schools' Characterization of Selected Panel Recommendations

Panel report ^a	Subject	Status of implementation ^b			
		Army	Navy	Air Force	Marine Corps
Key 2	Faculty quality	PI	I	I	PI
Key 3	Two-phase education	I	I	I	I
Key 5	Strategy focus/military faculty and student mix	NA	NA	NA	NA
Key 7	Distinct intermediate and senior school	NA	PI	NA	NA
Key 9	Frequency of examinations and papers	I	I	I ^f	I
II-4	Senior school focus on national military strategy	NA	NA	NA	NA
II-5	Faculty teaching strategy	I ^c	PI ^c	PI ^c	I ^c
III-2	Service/joint expertise	I	I	I	I
III-3	Teaching service/joint systems	I	I	I	I
III-6	Military faculty mix	PI	I ^d	PI	PI
III-8	Student mix	PI	I ^d	PI	PI
IV-1	Focus of strategy by school	I	PI	I	I
IV-2	Jointness initiated at intermediate level	I	I	I	I
IV-3	Phase I availability to all	I	I	I	I
IV-5	In-residence prerequisite	PI	PI	I ^e	NI
IV-6	Service-oriented PME	I	I	I	I
IV-11	Percent of military faculty mix	PI	I ^d	PI	PI
IV-14	Percent of student mix	PI	I ^d	PI	PI
IV-21	Distinct intermediate and senior school	NA	PI	NA	NA
IV-24	Focus on national military strategy	NA	NA	NA	NA
V-1	Recruiting and maintaining quality faculty	I	I	I	I
V-2	Specialists/career educators	PI	I ^f	I ^g	PI
V-3	Former commanders as faculty	I	I	I	I
V-4	Faculty development program	I	PI	PI	I
V-5	Cadre of career educators	PI	NI ^f	I	NI
V-6	In-residence graduates as faculty	PI	I	I	PI
V-8	Retired officers teach without penalty	NA	NA	NA	NA
V-9	Civilian faculty quality/mix	I	I	I	PI
V-10	Advanced degrees required for senior school faculty	NA	NA	NA	NA
V-11	Hiring quality civilian faculty	I	I	I	I
V-12	Student/faculty ratios	PI	I	PI	PI

(continued)

Appendix I
Summary of the Intermediate Service
Schools' Characterization of Selected
Panel Recommendations

Panel report ^a	Subject	Status of implementation ^b			
		Army	Navy	Air Force	Marine Corps
V-13	Faculty exchange with academy	NI	I ^h	PI	NI
V-16	Commandant/president as general/flag officers and involvement in instruction	I	I	I	I
V-23	Active/passive instruction	I	I	PI	I
V-24	Rigorous performance standard	I	I	I ⁱ	I
V-25	Evaluation of examinations and papers	I	I	I ⁱ	I
V-26	Distinguished graduate program	I ^j	I	I	I
V-27	Officer efficiency reports	NI	I	NI	I

^aKey recommendations are those recommendations that the Panel identified as key in the executive summary to its report. Recommendations II-4 and II-5 appear in Panel report chapter II, entitled "Educating Strategists." Recommendations III-2 through III-8 appear in Panel report chapter III, entitled "An Expanded Role for Joint Education." Recommendations IV-1 through IV-24 appear in Panel report chapter IV, entitled "Realigning Professional Military Education." Recommendations V-1 through V-27 appear in Panel report chapter V, entitled "Quality."

^bStatus of recommendations:

I = Implemented

PI = Partially implemented

NI = Not implemented

NA = Not applicable

GAO Notes:

^cNone of the schools employs retired general/flag officers on its full-time faculty. Instead, these individuals contribute their knowledge of operations and strategy by serving as guest lecturers when appropriate.

^dWhile the Navy has met the academic year 1989-90 goal, the school has not made plans to implement the Panel's goals for academic year 1995-96. Changes in faculty and student body mixes are coordinated by the service schools and the service secretaries.

^eIn January 1991, the Chairman, Joint Chiefs of Staff, certified the Air Force's non-resident program making non-resident Phase I graduates eligible to attend Phase II.

^fThe Navy has no career educators on its faculty. Navy policy does not permit the establishment of such a cadre or educational specialty.

^gThe Air Force does not offer its career educators promotional opportunities and quality assignments similar to other professionals (e.g. legal and medical). Career educators are competitive with other military officers who are operational and functional area specialists.

^hThe faculty exchange program is a one-way exchange with a service academy sending a faculty member to a service school.

ⁱThe Air Force does not use letter grades in its evaluation system.

^jAlthough the Army recognizes distinguished graduates, it does not use a system of class rankings or have an honor graduate program.

Intermediate Schools' Responses to Selected Panel Recommendations Addressing Curriculum Issues

This appendix summarizes additional information related to curriculum and compares school responses to appropriate Panel recommendations.

In-Residence Phase I as Prerequisite to Phase II

The Panel recommended that in-residence Phase I intermediate education be a prerequisite for attending Phase II at AFSC. All four intermediate schools agree that Phase I requirements must be met before attending Phase II. However, they are concerned that qualified graduates of non-resident Phase I programs will be denied the opportunity to attend Phase II. MEPD supports this view and recognizes an accredited joint professional military education (JPME) Phase I non-resident program as fulfilling the educational requirements for Phase II.

Accordingly, the intermediate schools have established non-resident and correspondence programs to ensure these requirements are met. School officials stated that the curricula offered in non-resident programs incorporate all the elements of Phase I JPME required for in-residence programs.

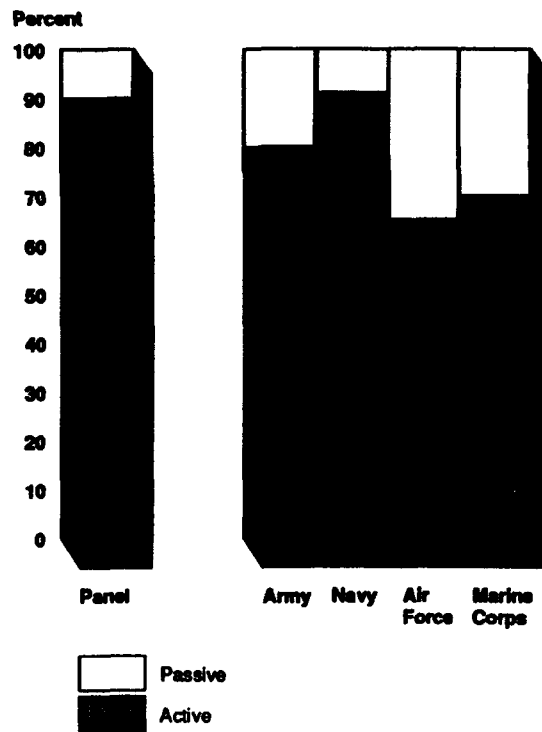
Recognizing the shortcomings of non-resident programs, such as limited interaction between students and faculty, the Army and the Air Force schools are seeking certification of these programs. The Air Force, in January 1991, received approval from the Chairman, Joint Chiefs of Staff, to send graduates of its non-resident and correspondence programs to Phase II beginning in June 1991. The Navy's non-resident program is also certified as providing equivalent in-residence Phase I joint education.

School officials expressed additional concerns regarding implementation of the Panel's recommendation. Army school officials perceived an unintended negative effect of the Panel's recommendation. They stated the recommendation would give the appearance that those officers selected for in-residence education were simultaneously being pre-selected for subsequent choice duty assignments and promotions. The Army promotion policy further justifies establishing a non-resident program. In nearly all cases, an Army officer cannot be selected for promotion to lieutenant colonel without first completing in-residence or equivalent Phase I education. Although not a factor in Navy promotions, school officials stated that the Navy's force level is insufficient to allow all critical occupation specialists to attend an in-residence school without compromising fleet operational readiness.

Active and Passive Instruction

The Panel recommended emphasizing active over passive learning to promote a more interactive learning environment. It cited the 10-percent passive instruction at the Army intermediate school as a model for other schools. In implementing the Panel's recommendation, all schools emphasize active learning over passive learning as shown in figure II.1. While all schools define active and passive learning in a consistent manner, the methods used to calculate the percentages vary. For example, the Army excludes class preparation time as well as electives from its active hours percentage while the other three schools factor it into their figures. Electives at the Army school are 90-95 percent active.

Figure II.1: Percent of Active and Passive Instruction at the Intermediate Service Schools for Academic Year 1990-91

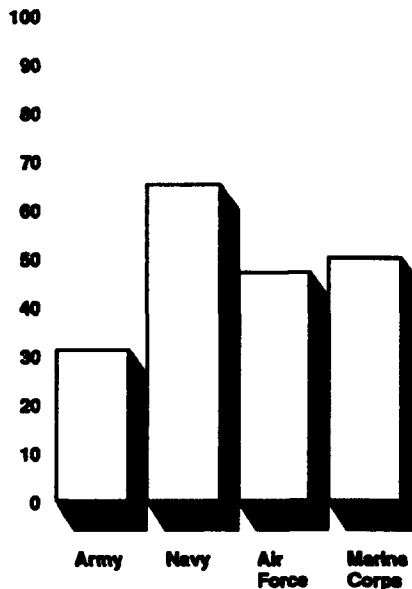


The curriculum at the Army intermediate school is 80 percent active. For the Navy school, the curriculum is 91 percent active. These figures are 65 percent for the Air Force and 70 percent for the Marine Corps.

Jointness of Curriculum

Although the Panel did not specify the recommended amount of jointness in curricula, it did recommend strengthening the focus of the schools' curricula on joint matters. All four schools are implementing this recommendation, as shown in figure II.2. The curricula at these schools also incorporate MEPS guidance on joint curricula to include joint operational warfare, joint systems, and joint operational planning. Before academic year 1988-89, the Army and Air Force schools had separate curricula specifically for officers selected to fill joint assignments. These schools have since strengthened the focus on jointness by revising their programs to provide joint education to all students. While emphasizing jointness, the intermediate schools have also retained their individual service perspective to ensure officers are knowledgeable in their own service systems.

Figure II.2: Percentage of Jointness in Curricula at the Intermediate Service Schools for Academic Year 1990-91



The percentage of jointness in the Army intermediate school curriculum is 31 percent. For the Navy, it is 65 percent. These figures are 47 percent for the Air Force and 50 percent for the Marine Corps.

Intermediate Schools' Responses to Selected Panel Recommendations Addressing Faculty Issues

This appendix summarizes additional information related to faculty and compares school responses to appropriate Panel recommendations.

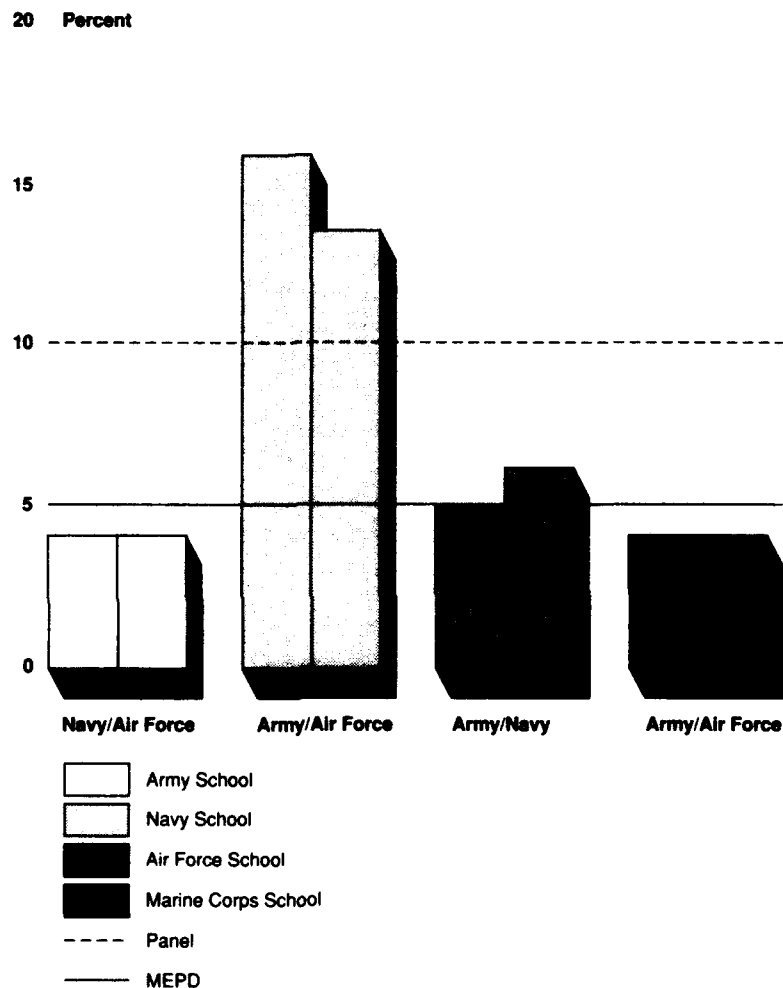
Representation of Multiple Services in Military Faculty

The Panel recommended that 10 percent of the faculty should be from each non-host service for academic year 1990-91. (See fig. III.1.) The Panel views the Navy and Marine Corps as one service. By contrast, the MEPD specifies a minimum 5-percent representation. Since the MEPD specifies minimum faculty mix figures, the schools can implement the Panel's goal while still complying with the MEPD. For example, the Navy intermediate school not only meets the MEPD requirement, but also exceeds the Panel's recommendation. While the Air Force school meets the minimum MEPD requirement, the Army and Marine Corps schools fall slightly short of the MEPD requirement. These two schools plan to implement the MEPD requirement. Not one of the four intermediate schools has addressed additional Panel goals for academic year 1995-96. School officials state these Panel goals will be addressed in light of expected force restructuring.

In addition, while the Panel and MEPD are consistent in their definition of faculty, the schools interpret the definition in slightly different ways. For example, the Air Force includes part-time faculty, or those who are not classroom instructors, in its calculation while the other schools use only full-time faculty.

**Appendix III
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Faculty Issues**

**Figure III.1: Representation of Non-Host
Military Faculty by Percentage at the
Intermediate Service Schools for
Academic Year 1990-91**



- At the Army intermediate school, 4 percent of the faculty is from the Navy and another 4 percent is from the Air Force.
- At the Navy intermediate school, 16 percent of the faculty is from the Army and 13 percent is from the Air Force.
- At the Air Force intermediate school, 5 percent of the faculty is from the Army and 6 percent is from the Navy.
- At the Marine Corps intermediate school, 3.5 percent of the faculty is from the Army and another 3.5 percent is from the Air Force.

Student/Faculty Ratios

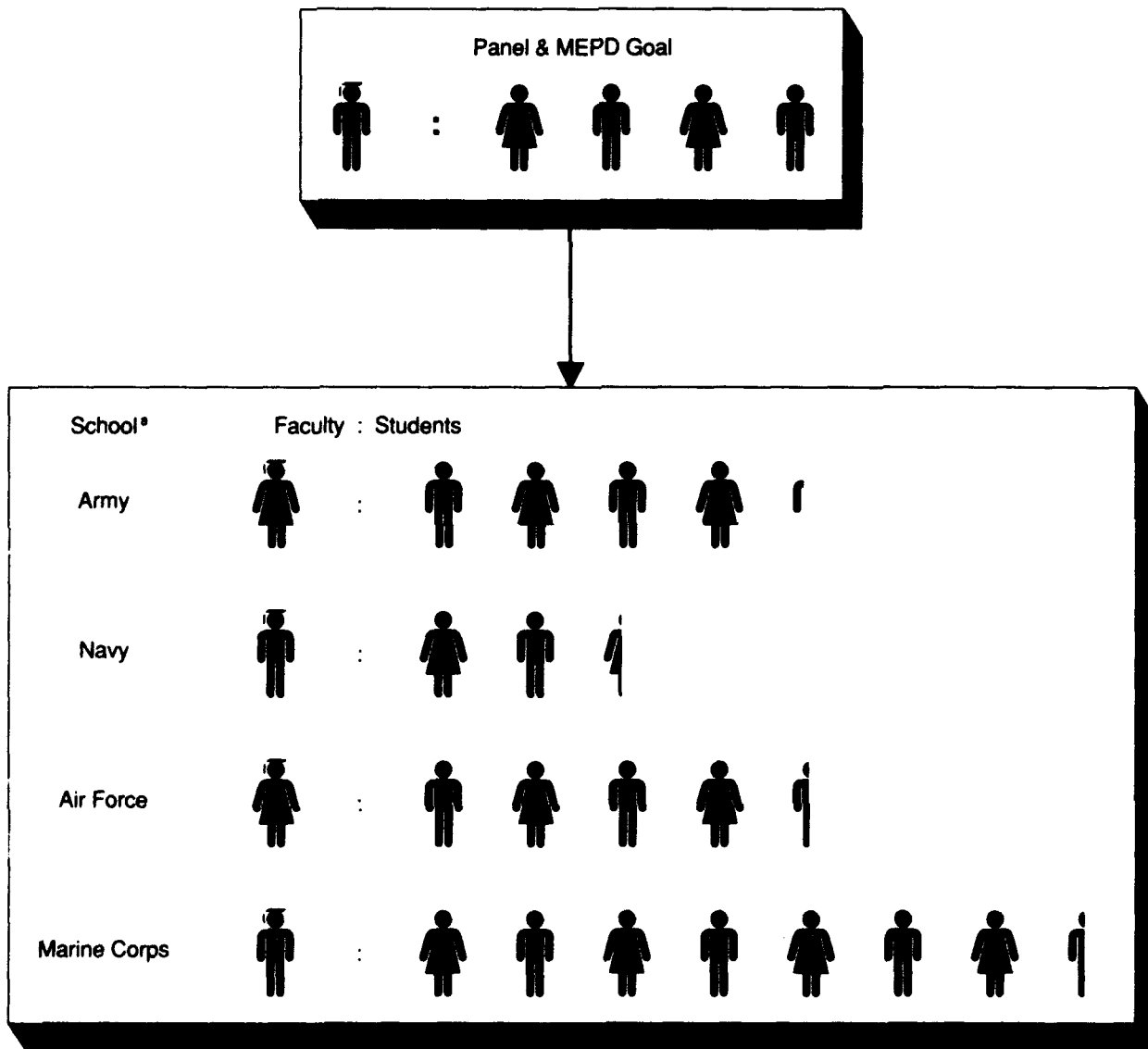
Both the Panel report and MEPD agree on the recommended 4 to 1 ratio of students to faculty. As shown in figure III.2, only the Navy intermediate school meets either the Panel's or MEPD's recommended student/faculty ratio.

The Navy's ratio of 2.3 to 1 is well within the Panel's recommended ratio. The Army and the Air Force ratios are slightly higher than the Panel's recommendation. Army school officials indicate that projected staffing cuts will make it difficult to maintain their ratio. The Air Force, however, can improve its ratio with the planned addition of five civilian professors in academic year 1991-92. Similarly, the Marine Corps school expects to hire additional civilian faculty, thereby significantly reducing its ratio, currently at 7.4 to 1. In his April 25, 1991, testimony before the Panel, the Director of the Marine Corps intermediate school stated that funding has been approved for 10 additional civilian faculty positions in academic year 1991-92.

In addition, the method used in computing student/faculty ratios varies. For example, the Air Force includes *adjunct faculty* in its ratio. In addition, both the Air Force and the Navy include international students in their ratios.

**Appendix III
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Faculty Issues**

Figure III.2: Student/Faculty Ratios at the Intermediate Service Schools for Academic Year 1990-91

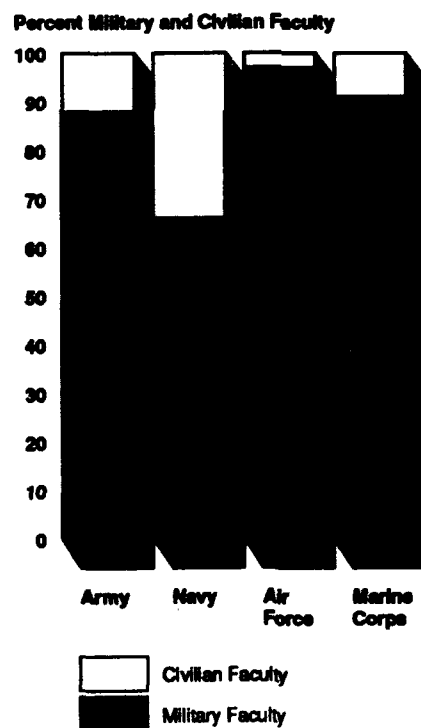


*Student/faculty ratios:
Army 4.1:1
Navy 2.3:1
Air Force 4.4:1
Marine Corps 7.4:1

Military and Civilian Composition of Faculty

The Panel emphasized the importance of recruiting and maintaining a qualified faculty at PME schools in several recommendations. The military component of the schools' faculty should include high-quality military officers with operational and educational experience. The civilian component should also be of high quality in that faculty members should be well respected in their field of expertise, continue to research and publish to maintain academic credibility, and possess advanced degrees. All schools are implementing the Panel's recommendation for a quality faculty and the faculty composition is shown in figure III.3. All civilian faculty at the Air Force and Marine Corps have advanced degrees. For the Army and Navy schools, these figures are 86 percent and 93 percent, respectively.

Figure III.3: Military and Civilian Faculty
Composition at the Intermediate Service
Schools for Academic Year 1990-91



Graduates Retained as Faculty

The Panel opposed the widespread practice of retaining graduating students as faculty. The percentage of faculty comprised of intermediate school graduates varies at each school. For example, 13 percent of the Army school's 1990-91 teaching faculty is made up of its most recent

graduating class. This figure is 7 percent for the Marine Corps faculty. No Navy intermediate school graduates were retained for the academic year 1990-91 faculty.

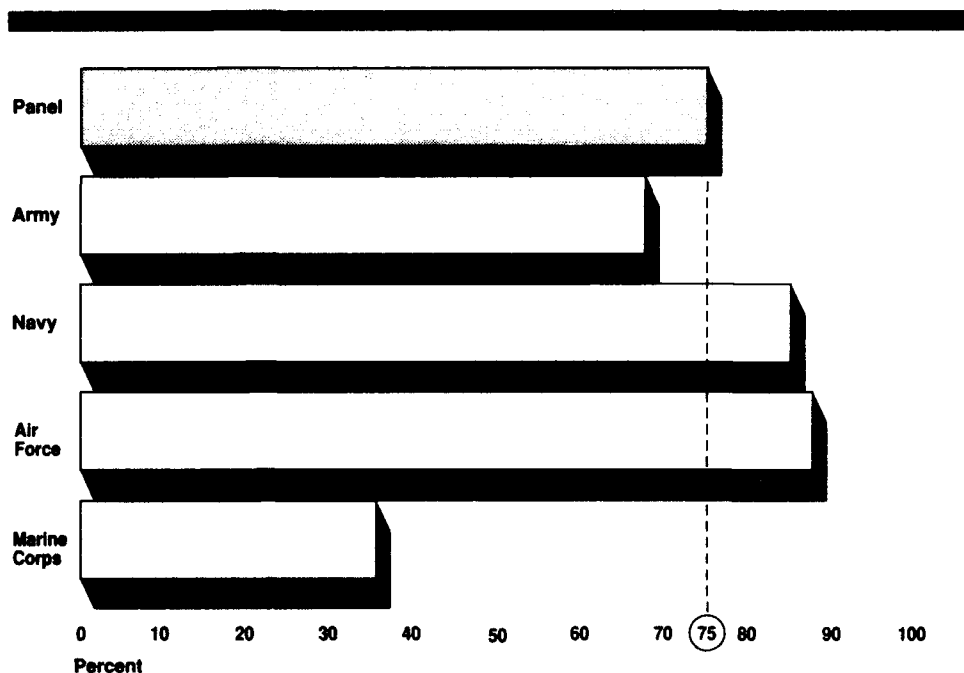
At the Air Force school, 41 percent of its faculty includes intermediate school graduates. On the other hand, Air Force school officials state that an average of 10 to 15 percent of the graduating class is retained for faculty duty each year.

**Educational
Background and
Degrees Possessed by
Faculty**

The Panel recommended that about 75 percent of the military faculty at the intermediate schools should be graduates of an in-residence intermediate school and should have advanced degrees. The MEPD also states a goal of 75 percent but does not specify whether faculty members should be graduates of a resident or non-resident program. All schools have taken some form of positive action to implement the Panel recommendation as figure III.4 shows.

**Appendix III
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Faculty Issues**

Figure III.4: Percent of Military Faculty at the Intermediate Service Schools Who Graduated From an In-Residence Program and Who Have Advanced Degrees



Note: The percentages for each school are as follows:

Army 68%
Navy 86%
Air Force 88%
Marine Corps 36%

Faculty Development Programs

To ensure that military faculty are prepared professionally, the Panel recommended developing programs to qualify military faculty. These faculty development programs should be specifically designed to help military faculty who lack teaching experience assume responsibilities in the classroom. As shown in table III.1, all schools have established faculty development programs.

Appendix III
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Faculty Issues

Table III.1: Faculty Development Programs

Intermediate School	Description of Faculty Development Program
Marine Corps	A recently created senior-level school, the Marine Corps Art of War Studies, not only provides senior-level education, but also prepares its graduates for faculty positions at the intermediate school. Beginning in academic year 1991-92, this school will include students from the other military departments who will serve a follow-on faculty tour at the intermediate school. The school also conducts regular faculty workshops on instruction preparation, curriculum issues, faculty enrichment, and doctrinal issues in the joint, combined, and service areas.
Navy	All departments have faculty development programs. These include participation in symposia at other academic institutions, professional conferences, and in-house learning workshops to discuss teaching methods and materials before each session is taught.
Army	Initial instructor training is followed by continued development at the academic department level. Faculty may also take part in faculty enrichment programs sponsored by the school, the Combined Arms Center, and the Kansas Center Regional Council on Higher Education.
Air Force	One orientation course and a 3-1/2-week academic instructor school provide practical classroom preparation. Also, weekly sessions bring together instructors and curriculum developers to discuss methods of optimizing lesson objectives.

Cadre of Career Educators

The Panel recommended that the schools establish a cadre of professional educators from among their officers. In the Panel's view, this cadre of career educators would provide the long-term stability and continuity necessary to achieve excellence in education. Most schools have not fully implemented this recommendation as shown in table III.2.

Appendix III
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Faculty Issues

Table III.2: Military Faculty as Career Educators

Intermediate School	Number of Career Educators
Marine Corps	No such position has been established. The school prefers military instructors with current joint and combined operational experience to ensure the curriculum's validity. The use of civilian and adjunct faculty provides long-term stability and continuity.
Navy	No such position has been established for the same reasons cited above. Also, Navy policy does not permit the establishment of an educational specialty. The President of the Naval War College testified before the Panel on April 17, 1991, that the school has faculty from the Army and Air Force career educator cadres. Along with quality civilian faculty, these members provide the necessary continuity.
Army	No such position has been established. The Army does not have a specially designated career educator position. Forty-eight military faculty members have had multiple teaching tours. The school prefers faculty with operational experience that is better suited to teach the warfighting curriculum. The school is seeking authority from Army headquarters to establish its first tenured career educator position for one of its department chairs.
Air Force	There are three career educators in academic year 1990-91. The school does not offer these individuals promotion opportunities and quality assignments like other professional specialty groups, such as legal and medical.

Faculty Exchange Program

As depicted in table III.3, no school has established the Panel's recommended faculty exchange program between service PME schools and service academies. Furthermore, the degree of exchange that does occur varies from school to school. The Marine Corps and Army do not find the exchange beneficial given the differences in mission and purpose of the two types of institutions. Academies are viewed as undergraduate-level schools with academically oriented disciplines. On the other hand, intermediate schools are viewed as graduate-level schools with operationally oriented disciplines.

Appendix III
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Faculty Issues

Table III.3: Faculty Exchange Programs

Intermediate School	Description of Exchange Program
Marine Corps	Nonexistent. Academy faculty are brought in as guest speakers as needed.
Navy	Naval War College/U.S. Military Academy Fellowship Program was established in 1988. One faculty member from West Point spends 1 year both as a faculty member and student at the Naval War College.
Army	Nonexistent due to differing missions of the two schools. The service school's focus on operations and doctrine is better suited to being taught by officers with recent field operational experience. Former academy faculty teach various disciplines at the school.
Air Force	One faculty member from the Air Force Academy is enrolled as a student and will begin teaching upon graduating in academic year 1991-92.

Intermediate Schools' Responses to Selected Panel Recommendations Addressing Student Issues

This appendix summarizes additional information related to students and compares school responses to appropriate Panel recommendations.

Representation of Multiple Services in Military Student Body

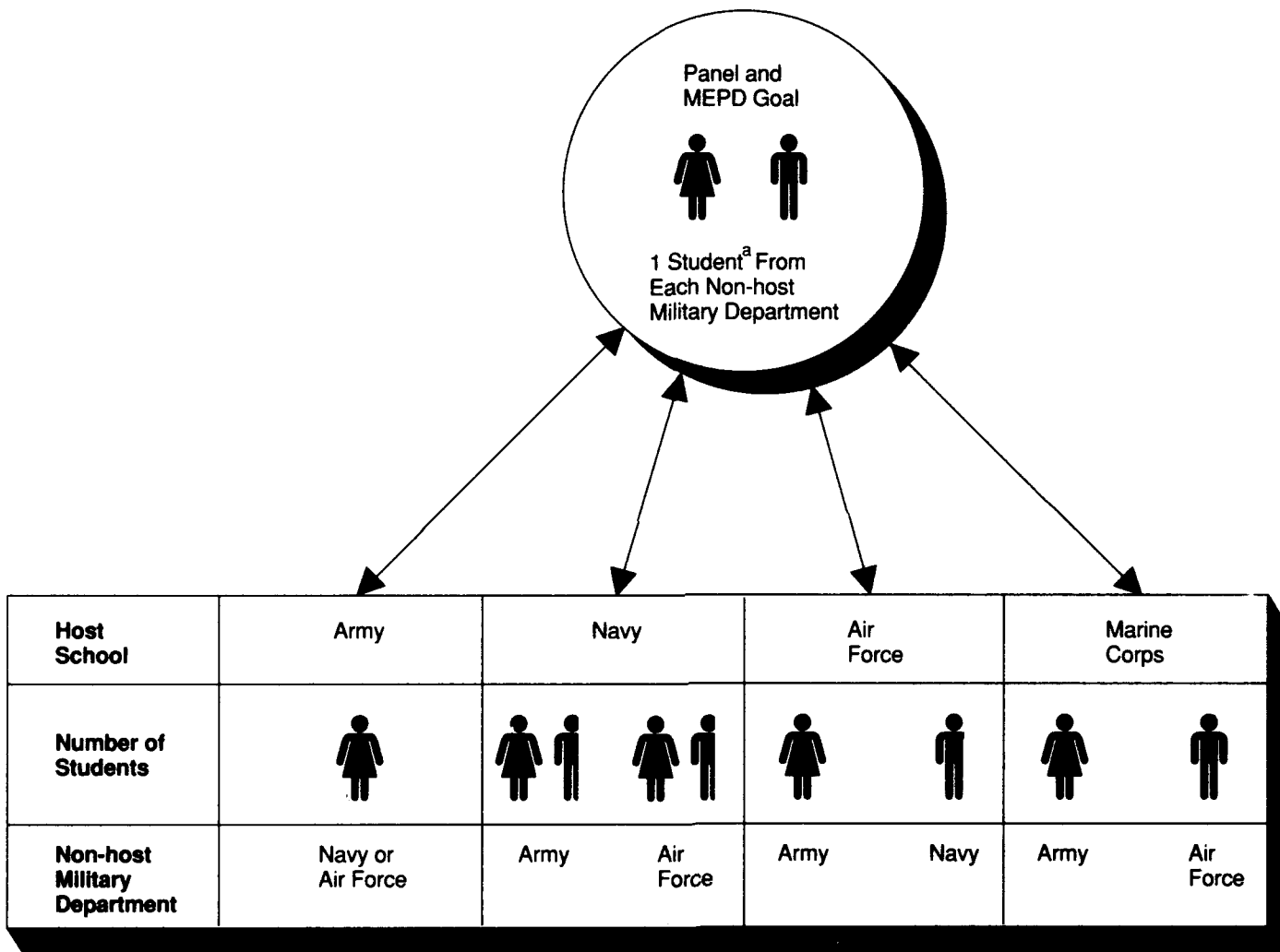
The Panel and MEPD differ in the recommended mix of non-host students per seminar. The Navy and Marine Corps schools are implementing the Panel's goals. The Army and Air Force schools plan to implement MEPD goals. (See fig. IV.1.)

The Panel recommended one student per seminar from each of the non-host departments by academic year 1990-91 and two students by 1995-96. The Panel views the Navy and Marine Corps as one department. MEPD, however, states simply that, for each seminar, there should be a minimum of one student from each non-host military department. Unlike the Panel recommendation, MEPD does not link this goal to any particular academic year nor is there any directive to increase requirements in future academic years.

Only the Navy and Marine Corps schools meet the Panel's goal for academic year 1990-91. The Marine Corps school, having met the Panel recommendation, does not plan to increase the number of non-host students due primarily to the physical limitations of the facility. The Army and Air Force intermediate schools do not meet the minimum student body composition specified in MEPD. In his April 17, 1991, testimony before the Panel, the Deputy Commandant of the Army intermediate school stated that the school would achieve the MEPD goal in academic year 1992-93. Similarly, the Commandant of the Air Force intermediate school testified on April 24, 1991, that the school will increase student representation from the other departments during academic year 1991-92 to comply with MEPD guidance.

Appendix IV
Intermediate Schools' Responses to Selected
Panel Recommendations Addressing
Student Issues

Figure IV.1: Representation of Non-Host Military Students at the Intermediate Service Schools for Academic Year 1990-91



^a (MEPD Specifies a Minimum)

The number of non-host students in each Navy school seminar is 1.7 from the Army and 1.7 from the Air Force. The number of non-host students per Air Force school seminar is 0.8 from the Navy department.

Distinguished Graduate Programs

The Panel recommended that all PME schools have distinguished graduate programs to single out those officers with superior intellectual abilities for positions where they can be best used in the service, the joint system, and the national command structure. While all schools recognize distinguished graduates, the selection method varies from school to school, as shown in table IV.1.

Table IV.1: Distinguished Graduate Programs

Intermediate School	Description of Distinguished Graduate Program
Marine Corps	Top 15 percent of class is designated as distinguished graduates.
Navy	Top 5 percent of class graduates with highest distinction, next 15 percent graduates with distinction. These distinctions are recorded in the officers' fitness reports.
Army	Distinguished Graduate Awards are given to the top U.S. officer, top reserve component officer, and top international officer. Academic excellence is also recognized through a variety of awards and advanced education programs. There is no system of class rankings or an honor graduate program. School officials state that a ranking list does not help identify students for special assignments since most graduates are assigned to their next position before the academic year ends.
Air Force	In addition to the top 10 percent recognized as distinguished graduates, the top one-third is also recognized as graduating with distinction.

Officer Efficiency Reports

The Panel recommended the use of officer efficiency reports to evaluate officer performance rather than training reports. Table IV.2 shows that not all schools are implementing this recommendation.

Table IV.2: Officer Efficiency Reports

Intermediate School	Type of Report Used
Marine Corps	Officer efficiency/fitness report.
Navy	Officer efficiency/fitness report.
Army	Training report also known as an Academic Evaluation Report. School officials state that these reports are better suited to student performance in an academic environment. The report, maintained by the Department of the Army, becomes part of an officer's permanent record and is used by selection boards in making key decisions regarding an officer's career.
Air Force	Training report. School officials state that these reports are equally effective in recording a student's academic accomplishments and become part of an officer's permanent record.

Reports on Professional Military Education

Professional Military Education (GAO/T-NSIAD-91-4, Feb. 5, 1991).

Marine Corps: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-88FS, Feb. 12, 1991).

Air Force: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-122BR, Mar. 13, 1991).

Army: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-121BR, Mar. 21, 1991).

Navy: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-124BR, Mar. 25, 1991).

Department of Defense: Professional Military Education at the Three Senior Service Schools (GAO/NSIAD-91-202, June 1991).

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Glossary

Active Instruction	Teaching method that incorporates such things as reading, writing, researching, and attending seminars, thereby requiring the student's participation. This is in contrast to passive instruction, which refers to auditorium lectures, panels, symposia, and films.
Faculty	Those members of an educational institution who conduct research, or who teach, prepare, or design curricula.
In-Residence Education	That portion of PME received at an intermediate or senior service school and not through a non-resident or correspondence program.
Intermediate Service School	This is generally the third level of an officer's formal PME and is attended by officers with about 10 to 15 years of military experience. Officers attend one of the four intermediate schools. (These schools are: the U.S. Army Command and General Staff College at Fort Leavenworth, Kansas; the College of Naval Command and Staff in Newport, Rhode Island; the U.S. Air Command and Staff College, Montgomery, Alabama; and the U.S. Marine Corps Command and Staff College in Quantico, Virginia.) An officer is usually at the major rank in the Army, Air Force, and Marine Corps, or lieutenant commander in the Navy. At the intermediate level, the focus is on several branches of the same service as well as on the operations of other services.
Joint Professional Military Education	This education encompasses an officer's knowledge of the use of land, sea, and air forces to achieve a military objective. It also includes different aspects of strategic operations and planning, command and control of combat operations under a combined command, communications, intelligence, and campaign planning. Joint education emphasizes the study of these areas and others from the perspectives of the Army, Navy, Air Force, and Marine Corps services.
Joint School	Joint PME from a joint perspective is taught at the schools of the National Defense University located at Fort McNair in Washington, D.C., and another location in Norfolk, Virginia. For the most part, officers attending a joint school will have already attended an intermediate and/or senior service school.

Joint Specialty Officer	An officer who is educated and experienced in the formulation of strategy and combined military operations to achieve national security objectives.
Operational Art	The employment of military forces to attain strategic goals in a theater of war or theater of operations through the design, organization, and conduct of campaigns and major operations.
Phase I	That portion of joint education that is incorporated into the curricula of intermediate and senior level service colleges. Phase I joint education is taught from the perspective of the four services: Army, Navy, Air Force, and Marine Corps. The Phase I program is 10 months long with the academic year usually starting in August and ending in June of the following year.
Phase II	That portion of joint education that complements Phase I and is taught at AFSC. Phase II joint education is taught from a joint perspective in terms of integrating employment and support of all services in the pursuit of national objectives.
Senior Service School	This level is normally attended by lieutenant colonels and colonels in the Army, Air Force, and Marine Corps and by Navy commanders and captains with about 16 to 23 years of military service. The senior service schools generally offer an education in strategy. (The four senior level schools are the Army War College at Carlisle Barracks, Pennsylvania; the College of Naval Warfare in Newport, Rhode Island; the Air War College in Montgomery, Alabama; and the Marine Corps Art of War Studies Program in Quantico, Virginia.)
Service School	One of the individual Army, Navy, Air Force, or Marine Corps intermediate or senior PME institutions.
Strategy	National military strategy is the art and science of employing the Armed Forces of a nation to secure the objectives of national policy by applying force or the threat of force. National security strategy is the art and

science of developing and using the political, economic, and psychological powers of a nation, together with its Armed Forces, during peace and war, to secure national objectives.